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ABSTRACT

The study reported in this paper was conducted to determine how the implementation of a 1993 differential fee policy in California that charges higher fees to students with a bachelor's degree will affect the enrollment of students with bachelor's degrees, and how this policy may change the overall enrollments of the California community college system. Enrollment data were collected from individual institutions, the Office of the Chancellor of the California Community Colleges, state community college systems outside California, and the Center for the Study of Community Colleges, which provided nationwide statistics. Results of the study included the following: (1) before the fee increase, approximately 7% to 15% of California's community college students held a bachelor's degree or higher, with the attendance rate of college graduates increasing gradually in recent years; (2) there was an overall increase in student enrollment in California community colleges between 1990 and 1992; (3) while college enrollments were up 3% nationwide, California experienced a nearly 9% drop in enrollment in spring 1993; (4) California experienced a systemwide drop of nearly 50% in baccalaureate or higher level students in spring 1993, representing a 4% overall student loss; and (5) the number of full-time equivalent students is declining, with students taking fewer units. A bibliography, a list of tables, and the survey instrument are included. (MAB)

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How will the implementation of a differential tuition fee structure at the California Community College System influence student enrollment?

Charles R. Brinkman IV

Spring 1993

Educ. 299-C

Profs. J. Trent/A. Astin

JC 930 317

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Attachment; Copy of Report faxed to CPEC, April 14 1993
(4 pages plus cover)

Final Report
Chuck Brinkman

Ed. 299-C
Profs. Astin/Trent
Spring 1993

INTRODUCTION

Tuition costs continue to rise. The price students must pay to receive a college education has markedly increased in the last few years. The current economic situation has been an important contributor to this increase. State and federal support of higher education has been in decline, as seen in a recent article in the Chronicle of Higher Education (Jaschik, 1992). Therefore, colleges and universities have been forced to look to other areas to recover this loss of revenue. This has led many institutions of higher education to raise their tuition, to help meet expenses. This report will focus on how one system, the California Community College system, will attempt something new with their tuition policy, and will also examine the implications and results of this policy.

California has long had one of the best Community College systems in the Nation. It has been estimated that close to 1/2 of all residents of the state have at some point enrolled in a Community College course. Table 1 shows that in 1990, approximately 1 in 15 of the adults in California were enrolled in a community college course. The availability and low cost of these Community College courses contribute to their accessibility. For

residents of California, Community Colleges were free of enrollment fees up to 1984, when the state implemented a $50 per semester charge for full-time students, or $5 per unit charge for part-time. This fee was raised to $60 or $6 per unit in 1991.

Table 1

National Community College Enrollment and Fees, 1990

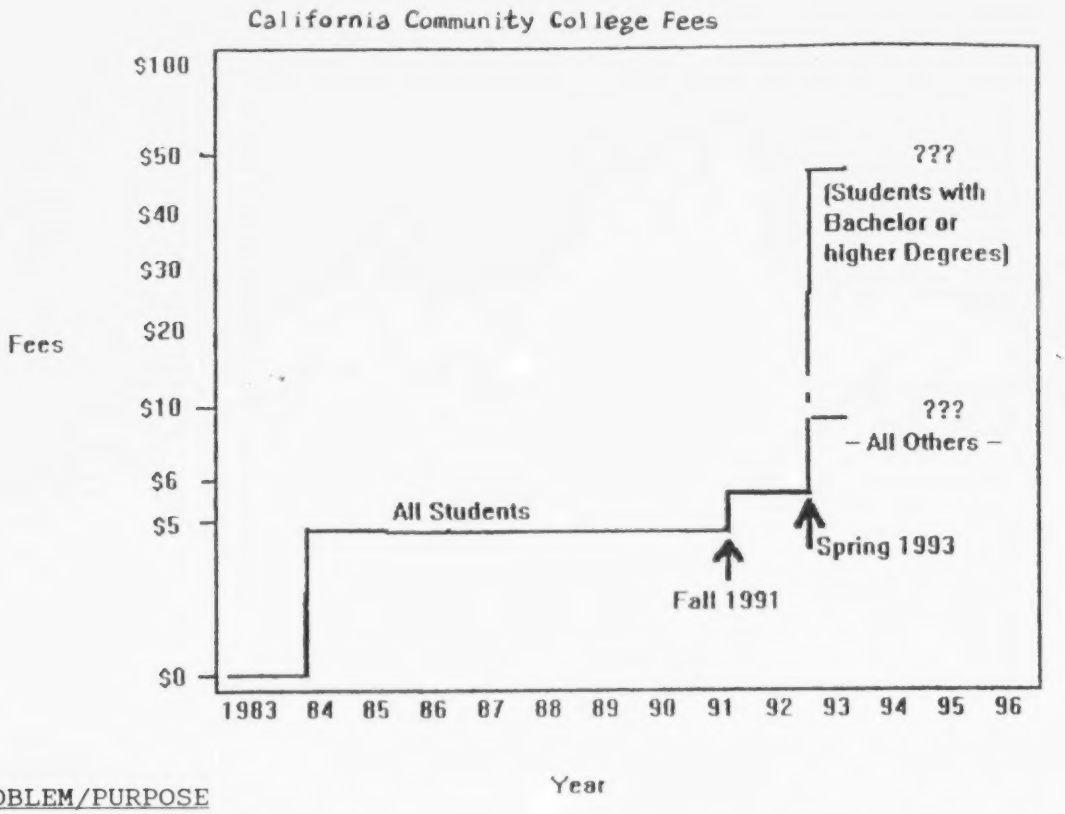
	Comm. Col. Enrollment	State's Adults	Ratio Ad:Enr	Average Tuit / Fees
California	1508000	22207780	14.7	$114
49 States	3807175	207636660	54.5	$1,023
41 Smaller States	1923519	140273758	72.9	$1,036
8 Big States	1883656	67362902	35.8	$958
Arizona	153143	2741250	17.9	$579
Florida	262829	10289675	39.1	$788
Illinois	352869	8541820	22.2	$906
Michigan	227480	6885480	30.3	$1,124
New York	248392	13687964	55.1	$1,419
Pennsylvania	108207	9126243	84.3	$1,505
Texas	384537	12387186	32.2	$495
Washington	146199	3703284	25.3	$844

Source: The Chronicle of Higher Education: Almanac, vol.39, #1, August 26, 1992

In 1993 this fee was again raised, this time to $10 per unit for residents, but now there is a new added dimension. Previously, there had been a maximum fee cap once 10 units were reached. Now there will be no maximum fee ceiling. There will also be a differential fee scale. Starting in January 1993, students who possess Bachelor or higher degrees will pay more than non-degree

students. Those with Bachelor degrees will be charged $50 per unit, also with no maximum fee ceiling. Table 2 traces the history of these fee increases.

Table 2



PROBLEM/PURPOSE

The implementation of this tuition policy at the state level poses some interesting questions. For the first time, students are being charged fees based on the degree they hold. Those with no degree pay less, while students who hold a Bachelor's or higher degree will pay more. How will this differential fee scale shape/affect the enrollment at California Community Colleges? Prior to 1993, approximately 10% of students enrolled at California Community Colleges held Bachelor degrees. It is expected that the

percentage of Bachelor degree holders in the system will drop, with the implementation of the new differential fee scale. The history of previous fee increases will be examined, to lend support for this prediction.

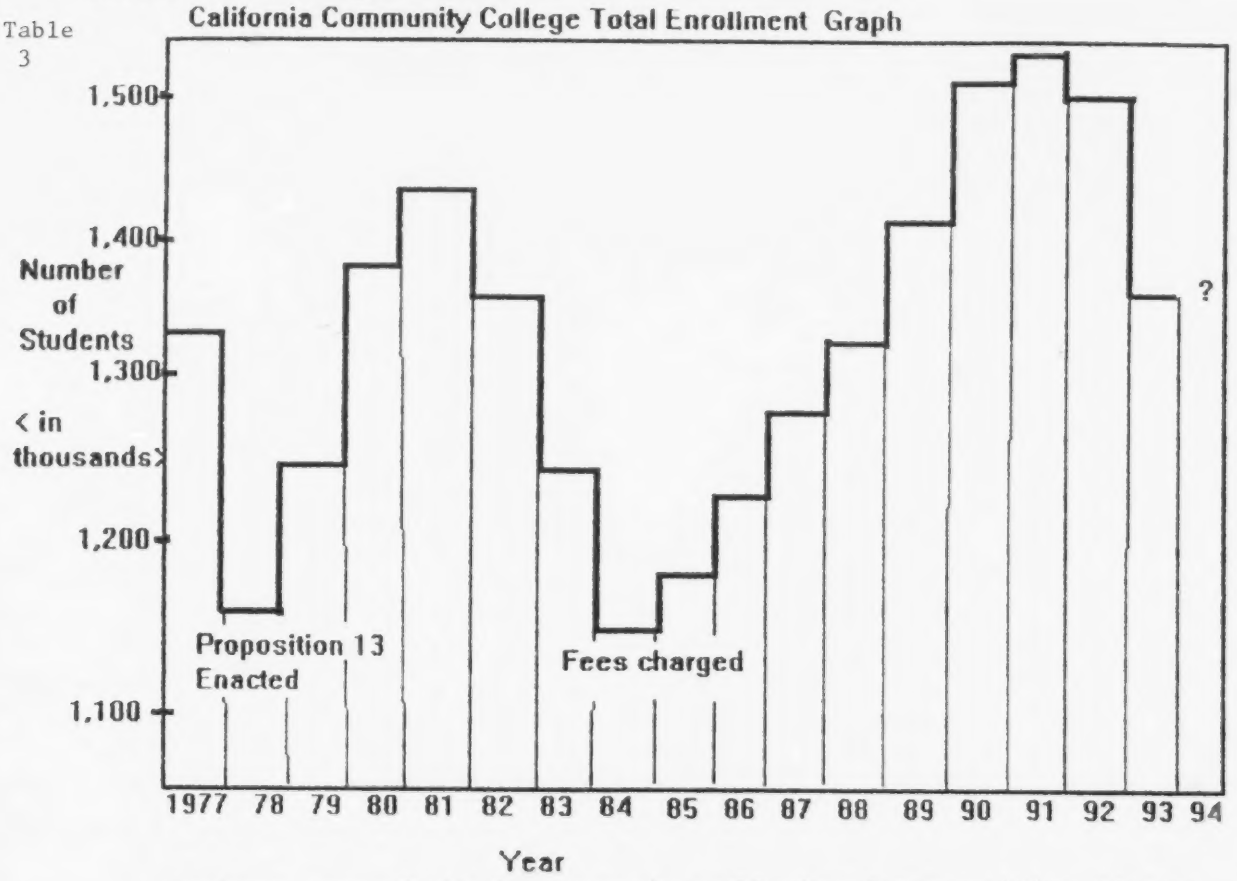
This study will specifically examine how the implementation of this new differential fee policy in California community colleges will affect the enrollment of students with Bachelor degrees, and also how this policy may change the overall enrollments of the California community college system. Do these fee increases help or hurt a "commitment to diversity", that California Higher Education and the colleges in the state include in their mission statement? Will diversity changes or shifts be seen, and how will student satisfaction be affected? As education gets more complicated (ie. with differential fees), it hurts all students, not only those directly affected. First, I will examine information from California Community College Chancellors office, looking at the purpose and predicted effects of this differential fee policy. What is the analysis and rationalization behind the differential fee policy? This must be explored, in order to fully comprehend what we will see happen.

History

Perhaps the root cause of these fee increases in California can be traced back to the passage of Proposition 13 in 1978. Proposition 13 forever changed the way California community

colleges were funded. Prop 13 shifted the basis of community college funding from local to state support, and also resulted in a loss of students from the California Community Colleges (see Table 3). As California's population increased, and as ever-larger numbers of students-- attracted by the no-tuition policy-- had enrolled in the community colleges, the system has grown at a much faster rate then expected. At the same time, the costs of education have spiraled.

Table 3



Perhaps some of the long ranging effects of Proposition 13 are just now being felt, due to recent California state budget problems. The 1992-93 state budget had an 11-billion gap between

expected revenues and anticipated spending. One way of raising additional revenue by the state was to increase the tuition for higher education. All state supported areas of higher education had tuition increases for the 1992-93 school year; the University of California system; the California State University system; and the Community College system.

The California Community College system did not initiate this fee increase, it came directly from the State Governor's office, as a way to help alleviate the budget shortfall. Every report and expert seems to agree that a differential fee structure is not the best solution, to help solve a budget problem. The Chancellor of the system himself was opposed to this fee structure. The purpose of this fee increase is to help offset the California budget deficit. By having students with degrees pay higher tuition, they will be assuming more of the actual cost of their education, instead of having the state forced to pay it. This policy seems to have been implemented solely to help the state meet some of its fiscal demands in other areas. If less money can be channeled to community colleges (by having the community colleges charge higher tuition approaching the actual cost of education), less State money can be spent in this area, and instead used elsewhere.

While theoretically this is a good idea, when talking about education it is important to consider the long range results and end product. If we make it more difficult for people to get an education, we are actually hurting our own future. As America moves from a manufacturing/technology industry, to a knowledge

industry, we need to keep increasing the knowledge base available. The best means to accomplish this is through higher education. We must be very careful not to start down a road that leads in the wrong direction, by cutting back in the area of education, or by making it more difficult to obtain.

Definition of Terms

California Community Colleges: California's system of public two-year colleges, defined by the Master Plan as the lowest tier of the state's three-tiered public higher education system. Currently, California has 107 community colleges, in 70 community college districts, enrolling over one million students. Each community college has its own chief executive officer and its own board of trustees, elected by residents of the district.

Enrollment: The number of students taking classes for credit in any given term.

Proposition 13: An initiative passed by California voters in 1978, which significantly reduced local property taxes and required a two-thirds vote by the voters for the approval of additional taxes. Proposition 13 became Article XIII of the California Constitution.

Tuition and/or Fees: The charges which a student must pay in order to attend college. Tuition charges are designed to cover part of the cost of instruction; fees are charged for noninstructional purposes (e.g., health services).

Theory

Previous research on fee increases at California Community colleges have shown that as tuition rises, student enrollment most often falls (see Table 4). This also depends on the amount of the hike (Rice, 1986). These two variables are inversely related. Therefore, since there was another tuition hike in the California community college system, we should expect to see enrollment drop, if all factors remain unchanged. But, in this instance, all factors will not remain unchanged. There are and will be some major influential factors that might obscure this expected enrollment drop. More on these factors a bit later.

Reports from the Chancellors Office detailing the outcomes that resulted from previous tuition hikes, are bleak. In a report by Chuck McIntyre titled Enrollment Trends: Preliminary Analysis of Fee Impact (1986), Mr. McIntyre discusses how the California community college system was affected by previous increases in tuition. There were disproportionate losses of Hispanics and Blacks, due to financial considerations, and large losses of students from large urban districts. Also, Mr. McIntyre states that community college enrollments overall dropped by 7%, due to several factors including the tuition increase, employment improving, and a decreasing number of high school graduates. These last two items will unfortunately confound the current study being undertaken, but hopefully to a small degree only.

Table 4

California Community College Total Enrollment

Year	Total Enrollment	% Change	Significant Events
1970	826,596		
1971	873,353	5.7%	< No Cost >
1972	921,955	5.6%	
1973	1,009,307	9.4%	
1974	1,136,478	12.6%	
1975	1,284,824	13.0%	
1976	1,255,678	-2.3%	
1977	1,321,739	5.2%	
1978	1,159,819	-12.2%	Proposition 13 Enacted
1979	1,248,459	7.6%	
1980	1,384,068	10.8%	
1981	1,430,634	3.4%	
1982	1,351,760	-5.5%	
1983	1,247,671	-7.7%	
1984	1,152,039	-7.7%	Enrollment Fees Charged
1985	1,173,559	1.9%	< $5 per Unit >
1986	1,223,063	4.2%	< $50 maximum >
1987	1,261,359	3.1%	
1988	1,327,528	5.2%	
1989	1,410,000	6.2%	
1990	1,508,000	7.0%	

California Community College Total Enrollment — Part 2

Year	Total Enrollment	% change from prior year	Significant Events
1991			
Spring	1,513,000		
Fall	1,519,000	0.7%	Fees Raised
			< $6 per unit >
1992			< $60 maximum >
Spring	1,491,000		
Fall	1,504,000	-1.0%	
1993			
Spring	1,372,000	-8.0%	Fees Raised again!
Fall	?	< -8.8% from Fall 1992 >	< $10 per unit or $50 per unit > < No maximum >

Source: Chancellor's Office, Research and Analysis Unit
March, 1993

Process

The enrollment statistics at different colleges were collected and tabulated, looking for certain variables. This was done by contacting the institutional research offices at the various colleges, and asking them to provide their enrollment statistics for the period being studied. The total number of students, and the number and percentage of students enrolled with Bachelor or higher degrees, will be of primary importance. This will be examined for a period of several years, going back 10 years if possible. This will show if any changes observed recently are significant changes, or just a continuation of previous trends.

For example, if recent trends show a drop in students with degrees, then a continuation of this trend is not abnormal, and other factors must be contributing to this drop, rather than increasing tuition. On the other hand, if there has been a steady state or rise in the number of students holding degrees who are attending California community colleges, then a drop in the numbers of students due to the new tuition structure, will be significant. This is assuming, of course, that there are not any comparable drops in other enrollments, which will also tell us something, if it is seen.

I also collected data from the State offices of the Chancellor, to examine how the system as a whole has changed over time, and finally examined community colleges in other states, to see if the trend in California is a reflection of a nation-wide

shift, or if it is significant due to other influential factors inherent to California alone.

Finally, in order to answer the question of how these changes will shape the community college system overall, I will speculate myself on the long-term effects that may be seen. This will be done after the data is collected and tabulated, so that it can be used to draw inferences.

Literature Review

In researching the literature, I first conducted an ERIC search, from 1982-present, focusing in on several key words. I searched "tuition", "fees", and "cost", and cross-referenced these words with "college", "rising", and "increasing". I also searched for "enrollment changes", and other key words and phrases that I thought might turn up some information. These searches brought up a few samples of recent work on the subject, and after this was sorted through, the reports, articles, and studies were located, to help get some background information on the topic. I also looked at previous dissertations that explored similar areas, searching the dissertation abstracts on CD Rom in the University Reference Library. This search revealed several previous dissertations that examined this topic, along slightly different lines.

Much of the literature is focused on how minorities or special groups are influenced by tuition increases. In my searches so far, nowhere in the literature have I found reference to a specific

group being targeted for tuition hikes, as we see with the recent California tuition policy, which targets students with degrees for higher tuition. In the near future, there should be much more written about this topic, after the effects begin to be felt. I also believe that many students (especially those with degrees who will be paying higher tuition) will be unhappy enough to write letters and voice their opinions on their dislike of this policy. A public outcry will probably be picked up by the media, and may cause officials to do some rethinking about this tuition increase.

Finally, in researching the literature in this area, I looked for several things. First I attempted to find other states that currently have differential fee scales in place. There were none. Florida has a program where homeless people or mental patients can take classes for free. This program, although not at all similar to California's, has caused some problems. Perhaps the biggest headache is that of accountability, and the need to maintain accurate records of who is entitled to this fee reduction. This problem will also arise in California. Although the tuition structure policy is formed at the state level, the individual colleges will be responsible for maintaining accurate records, and enforcing the policy, and will need to report to the state office. All the tuition fees collected at individual colleges go into the state coffers, so while some colleges may have more students holding degrees, they will not collect any additional funds for having these students. Instead, the state will gain this added revenue, while the colleges must do the paperwork.

No other states currently use a differential fee policy, so the implementation of this differential fee structure by California will be the first, and may provide thought provoking insight into this area. Since the implementation of this differential fee structure in January 1993, many recent articles have been written, that also address a few of the conclusions I have reached.

DESIGN

The design of this study was mainly quantitative, looking at statistics gathered from different colleges and state offices, to try and draw inferences and conclusions. Once all the data was collected, it was tabulated to show trends.

A letter was sent out to the colleges selected to participate in this study, asking for the requested data (see Appendix A). This letter was addressed to the Chancellor of the district, and the institutional research office of the college. Along with this letter went charts to be filled-in by the college, that supply the necessary data for this project (see Appendix B). These charts go back 5 years, so that a longitudinal sample of similar statistics can be collected.

I also requested as much data as possible from the Chancellor's Office in Sacramento, to see if the sample I have selected is a representative sample of the system as a whole. Due to the time limitations of this study, I was not sure if all the recent necessary data would be available at the Chancellor's Office

by the time I needed it. However, since this is a very important topic, the state offices made an extra effort to collect their data in a timely manner in order to make some predictions as to the results. Since the Chancellor's office did collect state-wide data very quickly, I was able to use the system-wide data to see if it matches with what I collected from the individual colleges.

Independent Variable

The principal independent variable being studied is the fee increase, which goes into effect January 1993.

Dependent variables

The percentage of students in the system with Bachelor degrees after the new policy takes effect;

The change in overall student enrollment due to the increased fees; and expected changes in the system overall, after the fee increase.

Confounding variables

As I mentioned earlier, several other factors may influence this study. Economic conditions are a confounding variable. Past history has shown that as unemployment increases, more people attend community colleges, and as employment rates rise, less people attend community colleges. Employment rates and college enrollment are inversely related. Currently, the economic condition is causing a large number of people to lose their jobs, and the unemployment rate is rising. Therefore, we should see more

students attending community colleges. But as community college fees also increase, how will these two variables balance each other out? Will the rise in fees be so great as to obscure any enrollment increases we expect to see due to the economic conditions?

Baseline Measure

To compare enrollment statistic trends, I plan to go back several years, in order to see if any changes that occur in 1993 are abrupt, or simply extensions of trends already in place. How will some of the trends seen over the past few years change due to the tuition increase? Could these changes be due to other factors, such as the confounding variables mentioned above?

METHOD SAMPLE/POPULATION

I originally weighed several ideas to study this topic. To try to minimize the influence of any confounding variables, I had decided to focus this study on a minimum of 10 community colleges in California, and at least 4 community colleges outside California, but since California state-wide data was available, I used this sample of 10 to check and see if the state-wide data was representative and accurate, and in fact it was. Therefore, I used the state-wide data of the entire population of California community colleges to research this subject.

The colleges outside California were examined to see if enrollments changed when there had been no fee increase. These community colleges in other states would act somewhat like controls, to check the influence economic conditions has on enrollment, without a fee increase.

I was able to get many state-wide statistics from California, and other states, directly from the State offices, and as a bonus, was able to use data collected by the Center for the Study of Community Colleges to get some nation-wide statistics. With the collection and availability of this large-scale data, I relied on this for my study, and used the sample individual college data I collected myself as a means to check the accuracy of the population data. The two sets matched very well, so I primarily relied on the larger scale, State-wide and Nation-wide, community college population data.

Preliminary data

Preliminary data covering previous enrollment trends at all the colleges selected was collected. From a rough sample of the community colleges in California, overall it appears that approximately 7-15% of students, before the fee increase took place, held Bachelor or higher degrees. This trend has shown a slight gradual increase over the last several years (see Table 5). What will be seen after the new tuition structure takes place, given the influence of the economy? This is one of the main questions I will try to answer.

Table 5

Students with Bachelor or higher Degrees

Year	Number of students enrolled	Net gain or loss of students from prior year	% change from prior year
1990	115,000	------	---
1991	122,000	+7,000	+5.8%
1992	125,000	+3,000	+2.4%

Overall, the vast majority of community colleges in California have experienced an increase in student enrollment in the last few years, as seen previously in Tables 3, 4 and 5. These comparisons and graphs were plotted using data from the Chancellor's Office. Now, many concerns have been raised on the accessibility of the system, and the availability of classes to students, given these recent increases in enrollment. The main cause of this enrollment increase is seen as the economy, and also due to four-year colleges cutting back in these troubled times. How this recent trend of increased enrollment will continue, and what the shape and makeup of the community college system will be after the new tuition goes into effect, will be interesting to look at.

Final results - Spring 1993

With the return of the data requested from the various colleges and sources, and after examining this data, several interesting trends appear. So far, several noticeable trends appear in 1993, with the start of the differential tuition structure (implemented January 1993).

1) Overall community college enrollment is down in California.

Review Table 4, Part 2

The enrollment state-wide is definitely down, but the actual percentage varies highly from college to college. Overall, within the last year, it appears that a drop of close to 10% is realistic. Again, this varies from no reduction or an actual increase in enrollment at a handful of community colleges (a few around the San Diego/Mexican border area, interestingly enough), to almost a 15% drop in student enrollment at others. There appears to be about a 1% drop in student enrollment for the Fall of 1992, and almost a 9% drop in enrollment for Spring 1993. This follows an upward trend in student enrollments for the previous 6 years!

Table 4
Part 2

California Community College Total Enrollment — Part 2

Year	Total Enrollment	% change from prior year	Significant Events
1991			
Spring	1,513,000		
Fall	1,519,000	0.7%	Fees Raised < $6 per unit > < $60 maximum >
1992			
Spring	1,491,000		
Fall	1,504,000	-1.0%	
1993			
Spring	1,372,000	-8.8%	Fees Raised again!
Fall	?	< -8.8% from Fall 1992 >	< $10 per unit or $50 per unit > < No maximum >

Source: Chancellor's Office, Research and Analysis Unit
March, 1993

This contrasts with a steady state or rise in student enrollments at colleges in other states, and even many private colleges in California. Nationwide, community college enrollment went up by 3% from Spring 1992 to Spring 1993. In California it is a different story. New fees that went into effect are largely responsible for an 8.9% drop in enrollment during the same period. Although tuition has risen in many colleges across America, the students are still going, provided there are spaces available for them. According to the Center for the Study of Community Colleges, nationwide, the community college enrollment has been very steady for the last few years, at around 5.1 million students. California, with approximately 1,500,000 community college students, accounts for almost 30% of the total community college students in America, and obviously educates quite a large number of students.

Many students seem to be dismayed with the way California has recently been increasing tuition every year, in all three sectors of public higher education. This may be contributing to a flight of students out of California to other states. Many other states have recently noted an increase in California residents applying to these out-of-state colleges. Students are leaving California for higher education in other states, due to a combination of factors. These factors include; rising tuition in California, cutbacks in faculty and curriculum in California, the economic conditions in California, a decrease in state support for student aid in

California, and other factors as well. California legislators should take steps to stop this student flight out of California, by addressing the above factors.

2) The numbers and proportion of students with Bachelor or higher degrees is down in California from previous years.

See Tables 6 and 7

This drop is consistent state-wide, with certain colleges posting greater losses than others, but all community colleges surveyed reported a drop in the number of students with Bachelor or higher degrees, from previous terms. Table 6 shows that system-wide, almost a 50% drop in B.A. students has occurred! There were approximately 125,000 students with B.A. degrees enrolled in Fall 1992, just prior to Spring 1993, when the differential tuition went into effect.

Table 6

Students with Bachelor or higher Degrees

Year	Number of students enrolled	Net gain or loss of students from prior year	% change from prior year	Significant Events
1990	115,000	------	---	Fees still $5 per unit $50 maximum
1991	122,000	+7,000	+5.8%	
1992	125,000	+3,000	+2.4%	Fees raised to $6 per unit $60 maximum
1993	65,000	-60,000	-48%	Fees raised to $50 per unit, no maximum!

As seen in Table 7, an actual drop of 48% (60,000 students) represents a 4% student loss relative to total enrollment (of the 1,504,000 students in the California Community College system before the fee increase), and would account for almost 1/2 of the Spring 1993 total enrollment loss of 8.9%. So, it looks as though losing a large number of students with bachelor degrees, would seem to have a profound effect on the total enrollment of the system.

Table 7

1992 - 1993 Comparison of Bachelor Degree Students

Total Student Enrollment	
Spring 1992	1,491,000
Spring 1993	1,372,000
Difference	119,000
Subtract Bachelor Students Lost	−60,000
	59,000

It appears that 1/2 of the total student enrollment loss from 1992 to 1993 is due to the loss of the Bachelor Degree students!!

Since some community colleges have more students with B.A. degrees than others, this would account for some of the changes seen in individual college enrollments. For example, Foothill College reports that in 1992, 31% of their students held B.A. degrees, while other colleges report only a handful (less than 1%) of students with B.A. degrees. Therefore, this difference will impact on the enrollment figures at the various colleges. I would

expect to see a greater change in total student enrollment at colleges like Foothill, than at some of the other colleges with fewer B.A. students, such as Los Angeles Trade Tech, and indeed, this is what has happened.

3) The age of the community college student population in California is down. Slightly.

This last finding was totally unexpected. Student age was not something I was studying or interested in, but in looking back at the problem, I could have made a prediction about this. Most of the students who have Bachelor or higher degrees are usually older, since it takes several years to obtain these degrees. These students with degrees are older than the typical recent high school graduates, who make up a large portion of community college students. Therefore, it stands to reason, that if the number of older students with Bachelor degrees or higher drops in the community college population, the result will be a younger population. This unplanned for and unexpected result is never the less quite important. If this trend continues, administrators must make some readjustments to serve the needs of this younger, more uniform population of students on campus. Some of the areas that may need to be addressed are places like financial aid, for example, since often younger students may have less money saved to attend college than older students, and may need to use this service extensively, to finance their education. Especially as education becomes more expensive.

Also, the numbers of high school graduates is rising again. The number of 18 year olds in America is a most powerful predictor of college attendance. This number reached a high in 1979, and had dropped until 1991, and now is in an upward trend that should continue until 2005. Therefore, college enrollments should continue to show positive increases, as long as tuition increases do not rise so much as to obscure this expected trend. As we have more and more 18 year olds in America, there will need to be places for them at colleges, so every effort should be made to meet this demand.

4) Ethnicity

At first glance through the collected data, it appears that the ethnic mixture of the student population remains practically unchanged. Small shifts in the ethnic diversity can be seen at the individual colleges, but state-wide it is impossible to make a general prediction. It seems that the proportion of Asians is down slightly, while Blacks and Hispanics are up a small amount. White non-minority enrollment seems to remain practically unchanged. It is difficult to reach a strong conclusion in this area.

This is interesting in itself, since previous fee increases have shown definite reductions in the numbers of minority students who attend community colleges in California (Rice, 1986). Again, the data is inconclusive, and it is difficult to reach a strong

conclusion in this area, but one would expect to see a continuation in the trend toward a loss of minority students with an increase in fees, as past history has shown.

But several factors may now be different that are changing what we see. Since this differential tuition increase targets students with degrees, and statistics show that fewer minority students than white students get degrees, this differential fee increase mainly targets white students. Also, this fee increase affects full-time students more, since now there is no maximum fee, but is based on units-enrolled. Perhaps minorities may be less affected since they may take fewer units? A question for further study.

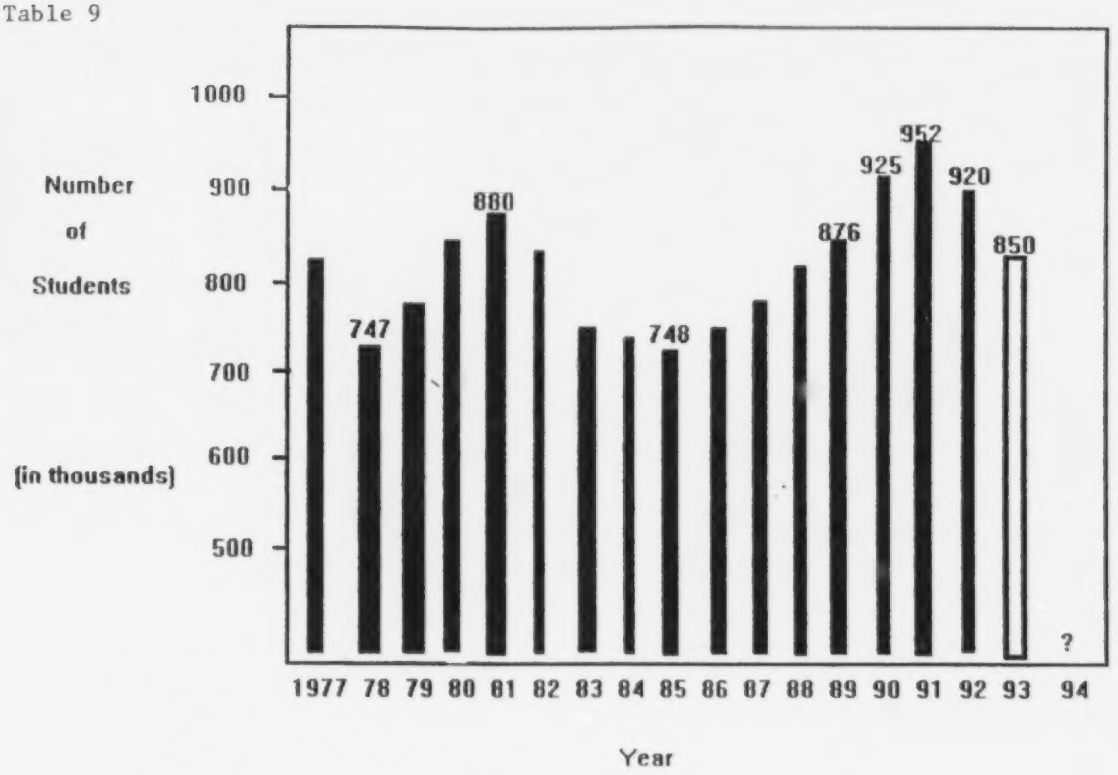
5) Unit load

One last item that appears significant, is that the number of full-time equivalent students (FTES) is declining (see Table 8 and 9). Overall, students seem to be taking fewer units. Again this is mainly due to the fact that starting in Spring 1993, students must pay for all units they take. Before this time, there was a policy of limiting fees to the first 10 units, and there was no charge above that level. As a result, students now seem to be taking lighter loads (fewer units), on the average, during Spring 1993 than they have in the past.

Table 8

Year	Full-Time Equivalents (FTE)	% chg from prior year
1977	833,615	
1978	747,182	-11.0%
1979	781,070	4.5%
1980	853,550	9.2%
1981	880,529	3.2%
1982	851,936	-3.3%
1983	778,781	-9.4%
1984	755,603	-3.0%
1985	748,071	-1.0%
1986	777,032	3.8%
1987	796,187	2.4%
1988	837,092	5.1%
1989	876,231	4.7%
1990	925,136	5.6%
1991	952,666	3.0%
1992	920,757	-3.3%
1993	850,000 (estimate)	-8.5%
1994	?????? (depends on fees)	???

Table 9



Conclusions and Speculations

Community colleges have long been praised as an excellent method of educating the population. They are available to people of all ages, have a wide variety of programs, are easily accessible to a large number of people, and are usually available at reasonable cost. Increasing the cost of an item usually results in a decrease in sales. If the cost of attending community colleges increases, we should see a resulting decrease in attendance, and in fact, that is what we do see.

The action by the State of raising fees, has resulted in a decrease in student enrollment in the community colleges. Overall student enrollment has dropped by almost 10%, and the enrollment of students with Bachelor or higher degrees, who were targeted by a differential tuition policy, has plunged almost 50%.

There are other interesting things that may be seen after the implementation of this new tuition policy. Might there be a lower drop-out rate among these degree-holding students? If these students must now pay more, perhaps they will persist more. Also, another important question to examine in the future might be the issue of will Business and Industry continue to use the Community Colleges as a retraining agency for their people, now that fees are higher? Other questions might also be of interest. Will this policy disproportionately affect different subjects and departments at the community college level? From an individual standpoint,

what types of people are not taking courses now that the tuition is higher? These are ideas for future study, as the timetable to collect this data is not compatible with this study.

As far as some concerns about the future of the California community college system after the implementation of this policy, there will probably be some immediate results seen in the areas focused on in this report. The new tuition structure will be the subject of a great deal of discussion, but exactly what will be the long-term results of this decision?

How will the future of California community colleges be shaped by this new policy? This is a question that can only be answered with time, but we can look at some short-term effects, and make some predictions as to the future. This may be the most important question to try to answer, as the consequences will undoubtedly be very important to the future of education in the state, and perhaps as a model, good or bad, for the nation as a whole. Using recent history, we can briefly address this question.

Following the imposition of the $5 per unit enrollment fee in 1984, California Community College enrollments fell by 7%. After this there was a steady state in enrollment fees, and enrollments reached record levels in 1991. During the 1992-1993 year, enrollments dropped by 10%, after a series of fee increases. Recent cutbacks in funding and curriculum must account for a portion of this enrollment drop. If enrollment fees are again held constant for a reasonable time, student enrollment should rebound, assuming no more curriculum cutbacks also.

Several interesting concerns have arisen since I originally proposed this project. First, the Governor of the State of California is proposing and planning to enhance and expand this differential fee program at the California Community Colleges. It has already been decided by the CSU trustees to implement a type of differential fee scale in the California State University system. At the CSU system, this differential fee will affect students who are pursuing a second Bachelor's or second Masters degree. These second degree students will be charged more than first time students, while taking courses to obtain their second degree.

Annual tuition for full-time resident students now averages about $1,500 at the 20 CSU campuses. This will increase almost four times, to about $5,800 a year for full-time resident students seeking a second Bachelor's or Master's degree (see Table 10).

Table 10

1993 California Public Higher Education Tuition and Fees (Current and Proposed)

System	Fees < annual > < Full-Time Students >	Significance
California Community Colleges	$260 – non-degree students $1,220 – Bachelor or higher degree	Subject to increase for Fall 1993
California State Universities	$1,900 – first-time students $5,800 – second Bachelor or Master	Fall 1993 fees
University of California	$4,100 – all students	Fall 1993 fees

Currently, it is estimated that about 1.5% or 5000 students enrolled in the CSU system are seeking additional degrees. No other college, university, or system presently charges a differential or higher tuition for students working toward second degrees, so again, California will be a pilot for others to examine in this area as well.

At the California Community College level, several proposals being studied are to increase fees again for the next year, by various amounts. Currently (Spring 1993), students pay $10 per unit, while those with Bachelor or higher degrees pay $50 per unit. The fees for full-time students are $260 and $1,220 respectively (see Table 11). This was an increase of 150% for non-baccalaureate, full-time students, and a 1150% increase for full-time, B.A. students over the 1992 levels. This increase resulted in a drop in enrollment of almost 10%. Several options being explored are to increase these fees even further.

Table 11

Spring 1993 California Community College Fees

	Comm. Col. Enrollment	Average Tuit / Fees < Annual – Full-Time Student >	
California	1,372,000	$260	< non-degree students >
		$1,220	< Bachelor or higher degree students >

It seems, that there is a movement to price B.A. holders out of the Community Colleges. What will be the long-term impact of this? California now has the dubious distinction of having the only community college system in the nation that charges a differential fee. If further tuition increases take place, it could make the California Community Colleges almost as expensive as the UC system for B.A. degree holders.

All the past evidence shows that as fee increases occur, certain groups of students are hit harder than others. In 1984, minorities fared the worst, and in 1993 students with degrees were extremely hard hit. It seems a bit harsh to implement a policy that will impact a specific group of students. As of today, a final decision has not been made regarding the California Community Colleges proposed fee increases for the future, but prospects are not good. In all likelihood, a fee increase will occur, again targeting degree-holders for higher tuition than those without degrees. Every effort should be made to find a solution that will spread the effect of any further enrollment fee increases evenly across the entire student population. This will not be easy.

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Appendices

Appendix 1	Copy of letter sent to individual Community Colleges and Districts requesting data.
Appendix 2	Sample of fill-in chart provided to individual colleges.

Appendix 1

UNIVERSITY OF CALIFORNIA, LOS ANGELES

UCLA

BERKELEY • DAVIS • IRVINE • LOS ANGELES • RIVERSIDE • SAN DIEGO • SAN FRANCISCO

SANTA BARBARA • SANTA CRUZ

February 8, 1993

GRADUATE SCHOOL OF EDUCATION
405 HILGARD AVENUE
LOS ANGELES, CALIFORNIA 90024-1521

To: Chancellor,
and Institutional Research Office

From: Charles R. Brinkman IV
UCLA Graduate School of Education
Higher Education Division
405 Hilgard Ave
Los Angeles, Ca. 90024
work (310) 450-5150 x9430 home (310) 456-7609

As perhaps you are aware, in January of this year the California Community College System has recently instituted a differential fee structure, whereby students with Bachelor or higher degrees must now pay more then students without BA degrees, for the privilege of attending one of the state's Community Colleges.

This policy may have serious implications. As an example, many students may find it prohibitively expensive to return to college for further training, retraining, or job upgrade skills. Also, the characteristics of the community college student population may shift, necessitating some restructuring on the part of the college. Changes such as these, and others, will be extremely important to the administration, in planning for the future. As other College systems think about implementing similar programs, this project will outline some of the ramifications.

As part of a study here at the UCLA Graduate School of Education, I am examining the results of this policy, and how it may change the characteristics of the student population at Community Colleges in California. I need data on enrollment trends from Colleges within, and outside of California, in order to draw conclusions.

I would very much appreciate it if you could furnish the enclosed information, or as much as is available, as soon as possible. I have included a chart that can be completed that will provide the necessary data. I need to go back several years to establish any trends that may be occurring over time. Even if some information is not available, please provide whatever you can.

Thank you very much for your support of this study. If you wish, copies of the final report will be sent to you, sometime around July 1993. Please indicate if you wish a copy of this report, and also please provide me with your name and a telephone number that I can use if I need to contact you for more information.

Sincerely,

Charles R. Brinkman IV

COLLEGE

Fall 1990 ENROLLMENT INFORMATION

Graded and Ungraded Enrollment

Total Enrollment _____

Graded _____

Ungraded _____

Enrollment by Sex

Men _____ – ___%

Women _____ – ___%

Age

___% are 17 - 23

Fifteen Most Popular Majors %

EDUCATIONAL LEVEL

Freshman_____ – ___%

Sophomore_____ – ___%

AA Degree_____ – ___%

Baccalaurette_____ – ___%

Time of Day - Graded

Day _____ – ___%

X-Day _____ – ___%

International Students

Total Enrollment _____

Enrollment by Unit Load

Total Full Time_____ – ___%

Total Part Time _____ – ___%

Educational Goals of Students

	Full Time	Part Time	Total
Transfer	___%	___%	___%
Undecided	___%	___%	___%
Personal Interest (Gen. Ed.)	___%	___%	___%
On Job Skills (Prof. Dev.)	___%	___%	___%
Voc. Cert. & AA	___%	___%	___%
Other	___%	___%	___%

Breakdown of Employment Hours

Total employed ___%

No employment ___%

	Hrs.	
Employment hours for	0	___%
Full Time Students	1-19	___%
	20 -29	___%
	30+	___%

ETHNIC SURVEY

	%
Asian _____	___
Black _____	___
Filipino _____	___
Hispanic _____	___
American Indian _____	___
Other Non-White _____	___
Total Minority _____	___
White Non-Hispanic _____	___
Non-Respondent _____	___

Appendix 2

April 14, 1993

Copy of Report sent to CPEC

To; Penny Edgert
California Postsecondary Education Commission

From; Charles R. Brinkman IV
UCLA Graduate School of Education

4 Pages to follow

Charles R. Brinkman IV
UCLA Graduate School of Education

Introduction

This report examines the recent changes in enrollment fees of the California Community College System, and how these changes have affected student enrollment. Prior to 1984, California Community Colleges had no enrollment fees. In 1984 a $5 per unit, $50 maximum fee was initiated, and this was held constant for 7 years, until 1991. In 1991, the enrollment fees went up to $6 per unit with a $60 maximum. Less than two years later, in January 1993, this fee was again raised to $10 per unit with no maximum, but students with Bachelor or higher degrees must pay $50 per unit, also with no maximum. This report examines the results of this most recent fee increase.

Findings as of April, 1993

With the return of most of the data I have requested from the different colleges and State Offices, several interesting trends begin to appear. So far, four noticeable trends appear in 1993, with the start of the differential tuition structure and higher enrollment fees, implemented January 1993.

1) Overall Community college enrollment is down in California. The enrollment state-wide is definitely down, but the actual percentage varies highly from college to college. Overall, within the last year, it appears that a drop of close to 10% is realistic. Again, this varies from no reduction or an actual increase in enrollment at some community colleges (a few around the San Diego/Mexican border area, interestingly enough), to almost a 15% drop in student enrollment at others. There appears to be about a 1% drop in student enrollment for the Fall of 1992, and almost a 9% drop in enrollment for Spring 1993. This follows an upward trend in student enrollments for the previous 7 years!

This contrasts with a steady state or rise in student enrollments at colleges in other states, and even many private colleges in California. Although tuition has risen in many colleges across America, the students are still going, provided there are spaces available for them. Nationwide, the community college enrollment has been very steady for the last few years, at around 5.1 million students. California, with approximately 1,500,000 community college students, accounts for almost 30% of the total community college students in America, and obviously educates quite a large number of students.

Many students seem to be dismayed with the way California has recently been increasing tuition every year, in all three sectors of public higher education. This may be contributing to a flight

of students out of California to other states. These other states have recently noted an increase in California residents applying to these out-of-state colleges. Students are leaving California for higher education in other states, due to a combination of factors. These factors include; rising tuition in California, cutbacks in faculty and curriculum in California, the economic conditions in California, a decrease in state support for student aid in California, and other factors as well. California legislators can take steps to stop this student flight out of California, by addressing the above factors.

2) The numbers and proportion of students with Bachelor or higher degrees is down in California from previous years.
This drop is consistent state-wide, with certain colleges posting greater losses than others, but all community colleges surveyed reported a drop in the number of students with Bachelor or higher degrees, from previous terms. System-wide, almost a 50% drop in B.A. students seems possible! There were approximately 120,000 students with B.A. degrees enrolled in Fall 1992, just prior to Spring 1993, when the differential tuition went into effect. A drop of 50% (60,000 students) represents a 4% student loss relative to total enrollment (of 1,504,000 students in the California Community College system), and would account for almost 1/2 of the Spring 1993 total enrollment loss of 10%. So, it looks as though losing a large number of students with bachelor degrees, would seem to have a profound effect on the total enrollment of the system.

Since some community colleges have more students with B.A. degrees than others, this would account for some of the changes seen in individual college enrollments. For example, Foothill College reports that in 1992, 31% of their students held B.A. degrees, while other colleges report only a handful (less than 1%) of students with B.A. degrees. Therefore, this difference will impact on the enrollment figures at the various colleges. I would expect to see a greater change in total student enrollment at colleges like Foothill, than at some of the other colleges with fewer B.A. students, such as Los Angeles Trade Tech.

3) The age of the Community College student population in California is down. Slightly.
This finding was totally unexpected. Student age was not something I was interested in, but in looking back at the problem, I could have made a prediction about this finding. Most of the students who have Bachelor or higher degrees should be older, since it takes years to obtain these degrees. These students with degrees are typically older than the recent high school graduates, who make up a large portion of community college students. Therefore, it stands to reason, that if the numbers of older students with degrees drops in the population being studied, the result will be a younger population.

This unplanned for and unexpected result is none-the-less quite important. If this trend continues, administrators may need to make some readjustments to serve the needs of this younger, more

uniform population of students on campus. Some of the areas that may need to be addressed are places like financial aid, for example, since often younger students may have less money saved to attend college than older students, and may need to use this service extensively, to finance their education. Especially as education becomes more expensive.

Also, the numbers of high school graduates is rising again. The number of 18 year olds in America is the most powerful predictor of college attendance. This number reached a high in 1979, and had dropped until 1991, and now is in an upward trend that should continue until 2005. As we have more and more 18 year olds in America, there will need to be places for them at colleges, so every effort should be made to meet this demand.

4) Ethnicity

At first glance through the collected data, it appears that the ethnic mixture of the student population remains practically unchanged. Small shifts in the ethnic diversity can be seen at the different colleges, but state-wide it is impossible to make a general prediction. It seems that the proportion of Asians is down slightly, while Blacks and Hispanics are up a small amount. White non-minority enrollment seems to remain practically unchanged. It is difficult to make a judgement call in this area.

This is also interesting, since previous fee increases have shown definite reductions in the numbers of minority students who attend community colleges in California. Again, it is too early to make a final call in this area, but one would expect to see a continuation in the trend toward a loss of minority students with an increase in fees, as past history has shown.

But several factors may now be different that could change what we see. Since this differential tuition increase targets students with degrees, and statistics show that fewer minority students than white students get degrees, this differential fee increase mainly targets white students. Also, this fee increase affects full-time students more, since now there is no maximum fee, perhaps minorities may be less affected since they may take fewer units?

Conclusions and Speculations April, 1993

Following the imposition of the $5 per unit enrollment fee in 1984, California Community College enrollments fell by 7%. After this there was a steady state in enrollment fees, and enrollments reached record levels. During the 1992-1993 year, enrollments dropped by 10%, after a series of fee increases. Recent cutbacks in funding and curriculum must account for a portion of this enrollment drop. If enrollment fees are again held constant for a reasonable time, student enrollment should rebound, assuming no more curriculum cutbacks also.

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It seems, that there is a movement to price B.A. holders out of the Community Colleges. What will be the long-term impact of this? California now has the dubious distinction of having the only community college system in the nation that charges a differential fee. <u>If further tuition increases take place, it could make the California community colleges almost as expensive as the UC system for B.A. degree holders.</u>

All the past evidence shows that as fee increases occur, certain groups of students are hit harder than others. In 1984, minorities fared the worst, and in 1993 students with degrees were extremely hard hit. It seems wrong to implement a policy that will harm a specific group of students. Every effort should be made to find a solution that will spread the effect of any further enrollment fee increases evenly across the entire student population. Granted, this will not be easy.